



600

# INTERIM REPORT NUMBER ONE -7

1970-72

A Progress Report and Interim

Recommendations to the

Executive Council



"In the years immediately ahead, we shall all be working to make the machinery of government more effective and more reponsive."

Honourable John P. Robarts, Prime Minister of Ontario.

"The Government of Ontario will undertake a comprehensive management analysis project to gear its administration and operations toward the challenge of public service for the 1970's."

Honourable Charles MacNaughton, Treasurer of Ontario and Minister of Economics.

# TO HIS HONOUR THE LIEUTENANT-GOVERNOR OF THE PROVINCE OF ONTARIO

## MAY IT PLEASE YOUR HONOUR:

We, the members of the Committee on Government Productivity appointed by Order-in-Council, dated the 23rd December, 1969, to inquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and effectiveness of the Government of Ontario, submit to Your Honour, herewith, a progress report and interim recommendations.

Chairman

J. 1.4. Luquo 128

H. Ja La accorde

H. Ja by accorded

Flore

Stay.

37. Hoffernon.

Cle Bessere

Mark Now.

December 15, 1970



# TABLE OF CONTENTS

MEMBERS OF THE COMMITTEE	1
INTRODUCTION	2
OBJECTIVES	2
PLAN OF ACTION	2
ACTIVITIES COMPLETED OR IN PROGRESS	4
SENIOR LEVEL INTERVIEWS PUBLIC SUBMISSIONS INFORMATION BOOKLET REVIEW OF PAST STUDIES THE STRUCTURE OF GOVERNMENT The Apex Project The Project on Departmental Organization The Agency Project THE MANAGEMENT OF RESOURCES Utilization of Human Resources The Management of Financial Resources Management of Real Property Resources Automatic Data Processing Management of Supply and Services	4 4 4 4 5 5 7 8 10 10 11 12 13
INTERIM RECOMMENDATIONS	
1. THE AUDIT FUNCTION 2. DEVELOPMENT OF TOP ADMINISTRATORS 3. MANAGEMENT OF SUPPLY AND SERVICES Purchasing and Supply Duplicating Service and Printing 4. PARLIAMENTARY ASSISTANTS 5. CABINET COMMITTEES AND SUPPORT STAFF 6. TASK FORCES SUMMARY	17 22 24 24 25 27 29 31 32
APPENDICES	
<ol> <li>ORDER IN COUNCIL</li> <li>THE C.O.G.P. CENTRAL STAFF</li> <li>DEPARTMENTAL LIAISON OFFICERS</li> <li>ADVERTISEMENTS INVITING SUBMISSIONS TO THE C.O.G.P.</li> <li>REVIEW OF PREVIOUS STUDIES</li> <li>UTILIZATION OF HUMAN RESOURCES STUDY – STAFF</li> <li>AUTOMATIC DATA PROCESSING – STAFF</li> </ol>	37 39 40 41 43 44 45

Digitized by the Internet Archive in 2024 with funding from University of Toronto

## MEMBERS OF THE COMMITTEE

#### CHAIRMAN

J. B. Cronvn

Director and Executive Vice President of Corporate Affairs, John Labatt Limited.

#### **PUBLIC SERVANTS**

**BUSINESS EXECUTIVES** 

G.H.U. Bayly
Deputy Minister
Department of Lands and Forests

C.E. Brannan
Secretary of the Treasury Board

A.R. Dick, Q.C.

Deputy Minister of Justice and

Deputy Attorney General

H.I. MacDonald

Deputy Treasurer of Ontario and

Deputy Minister of Economics

Dr. J.K. Reynolds
Secretary to the Cabinet
Department of the Prime Minister

C.C. Hay

Director of Gulf Oil

President of Hockey Canada

G.R. Heffernan President and General Manager Lake Ontario Steel Company

A. Powis
President, Noranda Mines Ltd.

R.D. Wolfe President The Oshawa Wholesale Ltd.

EXECUTIVE DIRECTOR AND EX-OFFICIO MEMBER

Dr. J.D. Fleck
Associate Dean of the Faculty of
Administrative Studies at
York University

#### **SECRETARY**

T.I. Campbell

Director of Planning

Department of Education

#### INTRODUCTION

The following is a progress report by the Committee on Government Productivity (C.O.G.P.) appointed by Order in Council, December 23, 1969. (Appendix 1).

Since its first meeting in January 1970 the Committee has met 24 times. During the early months, it received briefs and presentations from all deputy ministers and the executive heads of a number of ministerial agencies.

In April 1970 Dr. J.D. Fleck was appointed Executive Director, with duties to commence in July. Mr. Harry S. Damp joined the Committee as Co-ordinating Director in May.

During the summer and early fall a central staff of eight was recruited from both inside and outside the Government service. (Appendix 2).

In order to maintain a two-way communication link between the Committee and the departments a senior executive from each department was appointed in June, 1970 to serve as liaison officer. (Appendix 3).

#### **OBJECTIVES**

The Committee's first task was to formalize objectives which would serve as the basis for its activities. We have stated these objectives as follows:

- to recommend to the Cabinet realistic and practical ways by which the management of government can be improved
- to help, as required, in the implementation of recommendations which may be approved while the Committee exists
- to recommend measures which will help assure that the implementation of its final recommendations will take place after the Committee is disbanded.

It should be emphasized that the Committee's role is not to question the political judgements which result in objectives and policies for public programs. However, we believe that it is our role to examine the management process by which those objectives and policies are arrived at as well as the effectiveness and efficiency with which they are implemented. It is our intention also to evaluate the means which government has to measure the results of public programs so that further improvements can be made and control maintained over a myriad of on-going programs.

#### PLAN OF ACTION

Having set objectives we developed a plan of action which would progress logically from the initial and essential exploratory phases through to the conduct of major studies. This plan of action includes the following phases:

- a series of interviews with ministers, leaders of the opposition parties and senior public servants
- a study of written submissions from special interest groups, from the public at large and from public service employees
- a review of past studies, their recommendations and the success of their implementation, where applicable
- an examination of three elements in the structure and organization of government:

the central decision-making bodies

the departments

boards, agencies and commissions

• a series of horizontal studies cutting across all departments on the management of resources — human, financial and material which the government uses to carry out its programs.

On the following pages we review those activities in the plan which have been completed, which are still under way and which are contemplated.

We then present recommendations which our findings to date indicate as being worthy of immediate attention.

The implementation of these recommendations will not, in our opinion, conflict with any future recommendations or with the contents of our final report.

# ACTIVITIES COMPLETED OR IN PROGRESS

#### SENIOR LEVEL INTERVIEWS

In order to identify the most pressing administrative problems within the government, the C.O.G.P. has drawn upon the knowledge of those with extensive first-hand experience in the Government of Ontario.

The Chairman of the Committee and the Executive Director have personally completed a series of interviews with all ministers and leaders in the Opposition. In addition, deputy ministers and senior public servants, over 125 in all, have also been interviewed to solicit suggestions for improvement. The interviews took place at several centres in the Province as well as in Toronto. A study and evaluation of the results of these interviews is the main source for the interim recommendations which complete this progress report.

#### **PUBLIC SUBMISSIONS**

The Committee placed advertisements in 47 Ontario daily newspapers inviting submissions from the public. Guidelines to assist those individuals and organizations who responded to the invitation were prepared. Also, submissions from individuals in the public service were invited through 'Topical', the newspaper of the Civil Service, to ensure that those whom the Committee did not interview had an opportunity to make their views known, anonymously, if desired. (Appendix 4).

To date, 48 submissions have been received from associations, private citizens and public servants. Each submission is being acknowledged and then carefully studied for its relevance to the Committee's terms of reference. Where justified, private meetings will be arranged so that significant points raised by groups or individuals can be elaborated.

#### INFORMATION BOOKLET

As part of the public submissions program and as an effective medium for informing the public about the Committee's work, we have published a booklet, "The Management of Government: A Re-appraisal". Copies are available upon request.

# REVIEW OF PAST STUDIES

A review of past studies has been undertaken to identify recommendations which might be relevant to present administrative problems

in Ontario. This review included reports prepared by the Treasury Board Secretariat; reports prepared for the Ontario Government by outside consultants; and management reviews from the United Kingdom, United States and other jurisdictions in Canada. (Appendix 5). This review gave us the assurance that we would not waste time and money redoing the work already done by others.

#### THE STRUCTURE OF GOVERNMENT

In order to re-appraise the overall management of government it is essential to examine how government is organized, or structured. Our examination concentrates on three areas:

- the degree to which the organization is an effective tool for the implementation of government policy
- the efficiency of the organization as a whole in terms of its internal structures, methods and allocation of responsibility
- the demands which the organization makes on management, most particularly its ministers and senior administrators and whether these demands can reasonably and effectively be met.

In such an examination, emphasis must be put on the future as well as on the present. It is quite as important to assess whether organizational structure and management style will be capable of dealing with and adjusting to the demands of the next decade as it is to know whether the structure responds satisfactorily to current pressures.

We are therefore involved in three separate but related studies:

- the first is concerned with organization and responsibilities at the top of the management pyramid — the Apex Project
- the second looks at the organization of departments the Project on Departmental Organization
- the third study examines the organization of boards, agencies and commissions and their relationship to government as a whole the Agency Project.

# The Apex Project

To date we have concentrated our Structure of Government activities principally on the Apex project. What happens at the top of the managerial pyramid influences the performance of every level of the organization. This study includes the functioning of Cabinet and its members, its committees, the Department of the Prime Minister, the Department of Treasury and Economics and Treasury Board Secretariat. Interviews have been conducted with ministers and senior public service employees and visits have been made to learn from other jurisdictions — England, Sweden, California, Quebec and Manitoba.

The most significant and least-recognized fact about the role of a minister is its extraordinary complexity and the heavy demands which it makes on the individual. In the private sector it is difficult to find executives whose responsibilities are as demanding, varied and time-consuming.

A cabinet minister is:

- the executive head of a large department consisting of thousands of employees and involved in the control of many millions of dollars
- a member of the executive committee (Cabinet) of a multi-billion dollar enterprise
- a key member of a political party who must play his part in shaping the party's policies and organization
- an elected representative of his constituency to which he is personally accountable
- a member of the legislature which in recent years has extended its work until it now is in session for the greater part of each year.

Under the circumstances and assuming that government must become bigger and involved in problems of increasing magnitude, it seems to us critical to find ways of relieving the demands on the senior executives of government as much as possible without in any way reducing their responsibilities.

Some of the means we are examining are:

The Cabinet Committee System

One step which might offer some saving of time could be the delegation of certain matters from the whole cabinet to smaller committees. The difficulties in this procedure are also recognized in that it could increase the demand on the time of some ministers. However, there should be a net saving in time for most ministers since less time should then be required for full cabinet meetings. An example of the type of work that might be assigned to a committee would be the detailed examination of new legislation. The Cabinet as a whole would of course retain the prerogative of approving all findings of the committees.

# A Secretariat for Cabinet Committees

A closely related question is the development of a secrețariat or secretariats to provide service for Cabinet committees. At present the Treasury Board is the only Cabinet committee with its own formal secretariat. The full Cabinet is serviced by the Department of the Prime Minister which also provides minimal support for other Cabinet committees. One important function of such a staff would be to insure that fullest possible information and analysis should be available as a basis for decision-making. A study is continuing in relation to the opportunities it might provide for easing demands on the ministers' time, as well as to availability and qualifications of

potential staff if a decision is made to proceed. The C.O.G.P. will prepare a specific report on this question.

#### Parliamentary Assistants

Another way to help a minister cope with the demands of his job is to provide him with specialized assistance. One such possibility is to appoint parliamentary assistants from among the government backbenchers to aid overburdened ministers in developing policy, dealing with the public and handling administrative matters connected with their departments. An additional benefit of the parliamentary assistant system is that it provides potential ministers with training and experience.

#### Orders in Council

Much of the Cabinet's time is spent in considering matters requiring approval in terms of an Order in Council. Preliminary findings of the C.O.G.P. indicate that some of these matters are of routine nature that could be dealt with as effectively by the departments or possibly some Cabinet committee.

## The Project on Departmental Organization

In this study we are concerned with the ability of the operating departments to perform their function of assisting with the development of policy and implementing policy once it is approved. Again, it is important to establish whether the structure and inter-relationship of departments as they are today are in fact conducive to efficient management. Secondly, even if the machinery of government is adequate for today's world, we must ask ourselves whether it is sufficiently adaptive to respond to the demands and circumstances of the future.

Involved in this study are an overall evaluation of program overlap and co-ordination, the relationship of departments to the central agencies, the role of the deputy minister and the present allocation of program responsibilities.

At the same time we are taking a close look at various organizational concepts in order to assess their relevance to our system of government. Some of these concepts, for example, are:

# Reducing the Number of Departments

There is evidence that the present departmental structure of government is not well-designed to respond quickly to problems which cut across the jurisdiction of several departments. To deal with this weakness, the government in the United Kingdom, for example, has adopted a new departmental structure which significantly reduces the number of

departments through mergers, and thus provides for departments with vastly expanded scope, encompassing problems which were previously interdepartmental in nature.

The Task Force Concept

A second method of dealing with problems cutting across departments is the deployment of task forces. These organizational units are usually set up outside the regular departmental structure, with a direct reporting relationship to a senior official or body such as a Cabinet committee.

To function effectively, a task force must have clearly defined objectives, a specified time in which to achieve them and an adequate budget and staff. Members of a task force may come from outside the public service on a full-time or part-time basis or be seconded from governmental departments for the life of the project.

Separating Policy-Making from Policy-Implementation

A recurring criticism of the present departmental structure is that departmental personnel developing policy are also heavily involved in its day-to-day implementation. The problem is that the time required to handle day-to-day administration pre-empts the time and effort needed for consideration of long-range implications and policy-making. Secondly, it becomes difficult if not impossible for managers objectively to assess the effectiveness of policies which they themselves have helped to formulate. The solution may be to separate the two functions, assigning responsibility for policy-making and review to one group of senior personnel and having an entirely different set of people responsible for policy implementation.

Involving the Affected Citizen in Reviewing and Advising on Policy

It is possible that more effective review and advice on policy can be obtained through greater involvement of the recipients of government services in the policy-making process. The French Government, for example, has formed a special group whose task is to test out suggested departmental policies by asking the recipients and other interested parties for alternatives. Another example is our own Committee on University Affairs, consisting of representatives of the university community and government officials. This has been established to advise the government on policy relating to universities.

# The Agency Project

The project involving a study of boards, agencies and commissions has the same basic purpose as the two previous studies in the overall Structure

of Government project. In this case we are putting special emphasis on:

- the organization structures and reporting relationships best suited for implementation of government policy
- criteria for the establishment and termination of boards, agencies and commissions
- methods for evaluating their effectiveness and responsiveness.

In support of these three studies and because the C.O.G.P. intends the Structure of Government Project to have a future orientation, the central staff is developing a forecast of the major socio-economic trends which may occur in the 70's and the demands which these are likely to make on the management of the Ontario Government. Activity to date has involved a review of relevant literature on public administration, participation by several members of the central staff in seminars, discussions with experts in this field, and the production of several preliminary discussion papers.

This search for and evaluation of pertinent and authoritative opinions will continue and our findings will be contained in a chapter of our final report.

# THE MANAGEMENT OF RESOURCES

# UTILIZATION OF HUMAN RESOURCES

Any serious study of management must start with an examination of how the system deals with its people. This applies to individuals at every level of the organization. In the final analysis, all methods for improving productivity depend for their effective implementation on people.

Consequently, the first project to be initiated by the C.O.G.P. was an examination of the government's utilization of human resources. This began in May 1970.

It is our assumption that people are most productive and receptive to innovation in a working environment which they understand, and with which they can identify. The closer the satisfaction of individual needs can be brought to the achieving of corporate goals, the greater will be the motivation of individuals to be productive and to serve the public better.

Using the guidelines set with the help of the project's advisory committee, the project director and his project team of external consultants and civil servants have carried out an extensive interview program throughout the service, have created a number of systems review committees and initiated pilot projects in organizational improvement in two departments with a third being planned.

The interviewing program, covering over 2,000 individuals at all levels of the service, is nearly complete. The bulk of the interviews were carried out by a specially-trained group of thirty project associates recruited from within the public service. The project associates conducted their interviews in other departments than those in which they work and reported their results to the project team. The goal of this in-depth interview program is to establish to what degree personal and organizational goals are in conflict and why. This is the first step towards establishing how greater unity of purpose, satisfaction and goal-achievement can be attained between the system and its people.

The systems review committees are studying a number of areas which have a direct bearing on the utilization of human resources: recruitment, compensation and training and also certain aspects of the financial control and information systems. Forty civil servants, of whom the majority are departmental line personnel, are members of these committees. This not only provides a wealth of experience to the committees but also will provide a nucleus of knowledgeable people for implementation of future recommendations.

The two pilot projects in organizational improvement under way are in the Ontario Hospital Services Commission and the Department of Treasury and Economics. A third is planned for a major institution in the Department of Correctional Services. These projects aim at increasing organization effectiveness through experimental programs tailored specifically for the groups concerned.

Finally, a separate sub-committee has begun a general review of the organization of personnel services.

The systems review committees plan to report their preliminary findings to the advisory committee in early February 1971, and an interim report is scheduled to be presented to the C.O.G.P. Executive Directive before the end of March. (See Appendix 6 for a list of the advisory committee and the project team).

## THE MANAGEMENT OF FINANCIAL RESOURCES

The second resource of critical importance in government is the funds which are obtained from society and which must be returned in the form of services and facilities.

Consequently a number of studies have been initiated by the C.O.G.P. central staff to determine whether improvements can be made in the financial management system of the government. These studies include:

## The Revenue System

The main areas being emphasized are the identification of revenue collection centres, the methods of revenue collection, and the presentation of revenue information to the Legislature and the public.

This study is using as a base the revenue recommendations of the Ontario Committee on Taxation, 1967 — the Smith Committee.

## The Expenditure System

Within the general framework of planning, programming and budgeting (P.P.B.), we are putting emphasis on multi-year forecasting, departmental systems for controlling expenditures, including internal management controls, and pre-audit and post-audit.

We are also examining the capability, at the departmental level, to operate a flexible financial information system to serve a variety of government purposes, such as the formulation of economic policy, the monitoring and control of expenditures by managers, and the provision of government expenditure information to the Legislature and to the general public.

To this end, a pilot project in the Department of Public Works is now underway.

The Consolidation of External Audits

In cooperation with the Treasury Board Secretariat, the C.O.G.P. central staff is studying ways to consolidate government audits of municipalities as well as those in the private sector.

## MANAGEMENT OF REAL PROPERTY RESOURCES

The third area of prime accountability of government to the public is its responsibility for the efficient and proper management of real property of which it is the dominant controller, by a very wide margin, in the province.

Therefore, we have conducted interviews in the ten departments which have the greatest influence on and control of the management of our real property resources. The findings of these interviews have led the C.O.G.P. to approve two related projects:

Buildings

Expenditures on administrative accommodation for the government are estimated (1970) to be \$9 million in annual rentals and \$15plus million in capital expenditures.

The C.O.G.P. will examine how the construction, utilization, deployment and costing of office building accommodation is managed, making comparisons where these are pertinent and instructive with the best and most up-to-date examples of office building management in the private sector.

Another important aspect of the sub-project on buildings will be the development of policies and procedures for the meeting of government needs for special purpose structures of all types.

Lands

This more broadly-based project will examine the planning, development, maintenance and management of property forming part of the government's functional programs in such areas as recreation, economic development, communications/utilities, home and community environment.

Suitable professional competence to handle such projects is not readily available. A careful search for people qualified to be a project director and members of project teams is now under way.

#### AUTOMATIC DATA PROCESSING

Computers are virtually an indispensable management tool. As planning, analysis and control of any organization accelerate in complexity and magnitude the speed, capacity and reliability of computers represent the only efficient way management has of dealing with the huge volume of inter-related and inter-acting information on which sound decisions must be based.

We have conducted extensive interviews with the many departments involved in the use or supply of automatic data processing. The Treasury Board Secretariat's 1965 report on automatic data processing has been thoroughly reviewed by the C.O.G.P. This research has led to the approval by the C.O.G.P. of a major project on automatic data processing. This consists of two sub-projects:

#### A Plan to 1975

The major elements of this sub-project will be to develop a long-range plan for the organization, development and use of ADP in the government as a whole. This plan will include an estimate of manpower, equipment and financial resources required.

# An In-depth Review of the use of ADP by Three Departments

Three operational departments, Health, Lands and Forests and Municipal Affairs are participating in this second sub-project. The emphasis will be on helping these representative departments utilize automatic data processing in the most effective manner. The project will begin by reviewing the systems programs, plans, organizations and procedures. On the basis of this review, departmental policies will be recommended on criteria for selecting ADP projects, setting priorities for implementing them, and control of project development including the assurance of predicted benefits. Departmental users will be assisted in identifying potentially valuable areas for ADP utilization and in planning for the design and implementation of these applications.

# MANAGEMENT OF SUPPLY AND SERVICES

Any large organizational system must develop a capability which makes available to it the materials and services which are essential to its operations. These range from paper clips to trucks and from document duplication to food service. However, without proper control, the sub-systems of an organization tend to concentrate on their own needs and performance without reference to the organization as a whole. This can lead to methods, procedures and policies which are sub-optimal as well as duplication, waste and high costs.

An extensive interview program has been undertaken by the C.O.G.P., involving both user and supplier departments, to determine the present validity of a number of recommendations contained in studies on supply and service prepared by the Treasury Board Secretariat during the past three years. Particular attention has been paid to the "New Purchasing Plan" approved in 1967 and to the printing and duplicating function. This report contains interim recommendations in both of these areas.

The interviews have suggested that a clear policy regarding central buying, together with methods and procedures dealing with all aspects of the supply and the disposal of assets is required.

The C.O.G.P. plans to develop a management plan encompassing the control and service aspects of government support programs.

INTERIM RECOMMENDATIONS

#### INTRODUCTION

From the outset it has been understood that the C.O.G.P. would not wait until issuing its final report before making recommendations to the Cabinet. On the contrary, as the work of the Committee and the central staff proceeds we intend to suggest areas where immediate improvements can take place and to make recommendation accordingly.

These recommendations will be made as long as they are in the context of our continuing studies and do not conflict in purpose with the more broadly-based recommendations which we will make in the future.

The following recommendations are essentially the product of our interview program and review of past studies. We do not take credit for them. But, having studied and analyzed them, it is our opinion that they are sound and that immediate implementation will result in early benefits.

#### 1. THE AUDIT FUNCTION

The C.O.G.P.'s attention has frequently been drawn to the expenditure pre-audit function of the Provincial Auditor.

A sub-committee of the Senior Accounting Officers Council expresses in its report on Financial Management Systems and Controls, a generally held view with which we concur:

"The basic philosophy of financial management as viewed by the sub-committee, includes the granting of autonomous operating control to each department. This implies that a department should have complete control over its expenditures within the limitations of its appropriations, and existing legislation but that it will be held accountable for action taken. Such autonomy cannot be granted if the restrictions of pre-audit are in force, but it is also impractical to consider the sudden removal of all pre-audit controls. Desirably, responsibility for pre-audit should be shifted to the departments, which have already varying degrees of sophistication and efficiency in their internal check procedures. Full responsibility could be transferred as each department demonstrates that it is able to assume it and that its procedures are effective.

"During the transition period, it is recommended that responsibility for pre-audit be transferred from the Office of the Provincial Auditor to the Comptroller of Accounts. With the Government Accounts Division, the Comptroller has the accounting expertise to establish a satisfactory organization to maintain pre-audit control, and an accounting methods branch to assist departments, where necessary, in the upgrading and standardization of internal control procedures."

The Glassco Royal Commission on Government Organization commented on the general practices of the Federal Government in relation to pre-auditing of expenditures and recommended that full financial responsibility should be placed with the responsible line managers. The report stated:

"Senior departmental management will have substantially increased authority and be charged with responsibility for:

- Allocating funds and delegating contract and other expenditure authority to management at the operating level.
- Maintaining control by developing appropriate accounting and costing systems and introducing management reports for each level of responsibility.
- Authorizing expenditures and ensuring the availability of funds, within an adequate system of internal control."

(Volume 1, Report II, Section V, Page 120)

Within the Ontario Legislative Assembly it has been regularly suggested that the pre-audit function of the Provincial Auditor should be located elsewhere and that he should develop an effective post-audit role. The

1965 to 1969 reports of the Standing Committee on Public Accounts all make mention of the subject. The 1967 report suggested that:

"Your Committee believes it would be desirable to provide for more effective post-auditing of the accounts of the Province. We recommend that further consideration be given to employing Treasury Officers to perform the pre-audit and allowing the Provincial Auditor to post-audit the accounts."

In addition to these views, there is another and most important factor to be taken into account. The present pre-audit system was not designed for nor is readily adaptable to up-to-date, computer-oriented systems. To stick to the present system will mean severely limiting the contribution which the computer technology of the 1970's can and should make to the efficiency of accounting practices in government. The Provincial Auditor has underlined this statement when he pointed out to us that if the accounting procedures of the Department of Treasury and Economics become computerized (as is contemplated), then it is probable that existing audit practices will have to be modified in order to be compatible with the Department of Treasury and Economics system.

Finally, it has been noted by the C.O.G.P. that appropriation control accounts are kept in departments as well as by the Provincial Auditor, leading to unnecessary duplication.

In view of the foregoing and for reasons which we amplify below, the C.O.G.P. recommends that:

1.1 The Audit Act be amended to remove from it the requirement for the Provincial Auditor to examine requisitions for expenditure of funds within approved appropriations before a cheque may be issued.

In recommending a change in the Audit Act, the C.O.G.P. recognizes the need for the protection of the interests of the public, the Legislative Assembly and the Government and is of the opinion that these needs will be more effectively served by an expansion of the expenditure post-audit function of the Provincial Auditor. This function should address itself to the examination of the suitability of financial accounting systems, to maintaining the required control of expenditures and to ensuring the legality of transactions.

## The Interim Period

The C.O.G.P. is aware that some departments will not be ready immediately to assume the required pre-audit responsibility. In order to facilitate the change in policy and ensure consistently high standards of financial accounting control, the C.O.G.P. recommends that:

1.2 The present pre-audit function be transferred to the Comptroller of Accounts as an interim step.

Transfer of the pre-audit responsibility to the Comptroller of Accounts achieves three ends:

- it reduces the time required for processing payments by eliminating the movement of requisitions and cheques back and forth from departments to the Provincial Auditor to the Government Accounts Division and back to the Provincial Auditor and then back again to the Government Accounts Division
- it brings together, under one manager, the assessment of a department's accounting controls and the required staff and expertise to assist with the improvement of departmental systems through the Government Accounting Methods Branch
- it reduces the number of sets of appropriation control accounts being maintained and therefore achieves an improvement in operating efficiency.

In order to be able progressively to place full expenditure control responsibility with departments through a "phasing-out" of the central agency pre-auditing, the C.O.G.P. recommends that:

1.3 The Treasurer of Ontario be empowered, on the advice of the Comptroller of Accounts, to transfer the pre-auditing function to departments as they demonstrate their capabilities to maintain adequate legal and accounting controls of expenditure.

This will place proper emphasis on the departments' internal accounting process, where most of the checking and control are presently being done and where, therefore, most time is consumed.

# Supporting Data

During its examination of the pre-audit function the C.O.G.P. collected certain data which provide a useful perspective to any consideration of the function. Highlights from these data are as follows:

#### Time in Pre-Audit

A sample of records routinely kept by the Department of Highways (one of the better departments for accounting accuracy), of its requisitions flowing into the Provincial Auditor's office, shows processing times ranging between 7 calendar days to 11 calendar days. For this particular department this represents 25% to 30% of the total time required to effect a payment. The total time is calculated from the point of first receipt of an invoice to the time the cheque is released to the supplier. Data from the Department of Highways show total processing times fluctuating from 28 to 43 calendar days during the period August 1968 to August 1970.

A sub-committee of the Senior Accounting Officers Council investigated the system for payment of accounts and generally agreed that:

"... from the time that a supplier's invoice is received until the Treasury cheque is mailed takes from one to two months. The time that a requisition spends in the combined offices of the Provincial Auditor and the Treasury Department is about three weeks..."

Number of Requisitions Returned for Correction

The Provincial Auditor's Report for 1968-69 states the following: "During the year, 101,316 requisitions for payment were received for pre-audit and 5,441 of these were returned for various reasons..."

A requisition for payment typically comprises several invoices. Figures obtained from two major departments (Highways and Public Works) suggest that one requisition will contain from 20 to 35 individual invoices. Thus, if the return rate is related to individual invoices, even with only 20 invoices per requisition, the percentage returned is at a level of about 0.27% and could be even lower.

In support of this low rate of return of invoices, data from the Department of Public Works for the 6 month period from April 1970 to October 1970 shows that of 44,951 invoices submitted with 2,489 requisitions only 69 individual invoices were queried by the Provincial Auditor. This represents 0.15% returned. Significantly, each invoice was part of a different requisition.

Reasons for Return of Requisitions

While the reasons for returning payment requisitions are many and varied, there is evidence to suggest that a degree of "over-expectation" of perfection exists. In the sample of 6 months data from the Department of Public Works cited above, it was found that of the 69 invoices returned during the period, 22 were for minor infractions relating to travel and living expenses. A further 26 invoices had errors in calculation, extension or supporting documentation.

# The Post-Audit Function

The Provincial Auditor, being freed of the responsibility for pre-auditing, will be able to assume a more effective post-audit role. The C.O.G.P. therefore recommends that:

- 1.4 The Provincial Auditor assume the role of financial auditor of accounting systems and transactions carrying out the following functions:
  - ensuring that the government's accounts are properly maintained

- ensuring that adequate appropriation controls exist
- ensuring that transactions are properly authorized.

## Implementation

To effect the full transfer of responsibility to the departments will require time and expert staff resources. In addition, there is a need for a careful consideration of the desirable standard to be achieved and the costs associated with any required standard. For each level of achievement of accuracy, security and legality there is a cost in terms of numbers of checks, re-checks, balances, etc. that will be required. The cost is not only a measurable cost of labour for staff, accounting machines and computers but an intangible cost related to the impact that will be felt by the line manager in the event that controls and checks become excessively petty. To ensure reasonable and uniform standards, the C.O.G.P. recommends that:

1.5 The Comptroller of Accounts establish criteria for the adequacy of accounting system performance, measure the effectiveness of each department's system against the established criteria and develop a plan to upgrade those systems found wanting.

# **Summary and Conclusion**

The C.O.G.P. finds that the pre-audit function:

- delays payments to suppliers
- severely limits the sense of responsibility that a department line manager should feel for expenditures under his control
- creates inefficiency through duplication of effort
- is not fulfilling a valid role insofar as it is not assured whether goods or services have been received, or that value has been obtained
- detracts from the development of the more effective post audit of expenditures
- impedes the development of up-to-date accounting systems within departments.

We conclude, therefore, that the present pre-audit by the Provincial Auditor should be replaced by proper departmental accounting systems reinforced by a thorough post-audit carried out by professional staff under the Provincial Auditor.

# 2. DEVELOPMENT OF TOP ADMINISTRATORS

In order to deal with the complex challenges of the next decade, management must be sensitive to and prepared for the demands which will be made on it by a rapidly changing world. This is as true of government as it is of the private sector.

In the private sector, there is a marked trend towards horizontal as well as vertical mobility of managers. This is becoming a matter of policy because it has become evident that no matter how skilled a manager may be in his specialty or function, he is likely to be severely limited in his ability to make an optimum contribution if he has not been trained to see across the complete spectrum of corporate activity and to relate individual parts to the whole and to the society in which that whole exists and which it must serve.

In our opinion this shift to 'corporate' thinking will become more and more important in government as well as in business. To achieve it will require a change in the system of developing and evaluating top governmental administrators. Innovative solutions to new problems will have to be developed on an inter-departmental basis. The responsibilities and activities of administrators will be expected to cross departmental lines as a result of closer and better informed co-operation between departments facing common problems. In short, not only management's methods but also its style must change.

A survey of 97 present senior administrators having an average of 17 years of public service showed that only 30 had some prior experience in another department or agency. While some senior administrators were recruited directly to their present jobs and brought other dimensions of experience with them, we hold that the advantages of varied administrative experience should be available for those managers developed within the public service. This can be provided by regular movement opportunities. Moreover, it seems likely that the existence of such opportunities will be an important factor in the Ontario Government's ability to continue to attract able administrators.

#### We therefore recommend:

2.1 That the government formulate a policy and implement a planned program designed to give selected managers the opportunity to obtain 'corporate', inter-departmental experience. Since the example of style in management comes from the top, this program should initially be limited to a group of approximately 100 people: deputy ministers, assistant deputy ministers, heads of ministerial agencies and equivalent ranks. Other levels may be included later.

A Management Development Plan should include the following elements:

- the planned and reasonable movement of individuals between departments and agencies
- the allowance, under certain clearly specified circumstances, for study leaves
- participation, full or part-time, in task forces of other departments or of government/industry
- opportunity for early retirement without penalty
- the understanding, as a matter of policy, that at or above certain levels, tenure in a specific position is not necessarily indefinite.

To set up a program of this kind requires careful planning and consideration of all factors which will influence its success as well as resistance to it.

To make a complex and important program of this kind work, it is essential that mobility of individuals must satisfy certain criteria. Movement from one department to another must not take place merely for the sake of movement. It must assure that:

- it is in the long-term interest of the public service as a whole
- it will not create unreasonable short-term difficulties for either the department to which or from which an individual is moved
- it must be seen as contributing to the overall competence of the government's top managerial team.

To ignore any of these criteria means risking significant additional costs.

# 3. MANAGEMENT OF SUPPLY AND SERVICES

# **Purchasing and Supply**

In September 1967 the Treasurer of Ontario announced the Government's new purchasing plan. The C.O.G.P. endorses the concept and agrees that significant savings can result from the establishment of government-wide purchasing policies and the provision of expertise and leadership in supply and materials management.

In order to proceed further with the implementation of the purchasing plan we feel that it is necessary that the program receive the understanding and support of the Government's management committee, namely, Treasury Board.

The provision of expertise in many aspects of the supply function presently rests with the Central Supply Division, Department of Public Works. Without pre-judging at this time the best organizational placement of this group, we feel that it can play a useful role in developing purchasing policies and procedures for the consideration and approval of Treasury Board.

In reaching these conclusions we have given some thought to the role and status of the Central Purchasing Committee, also commonly known as the Ontario Supply Board. The committee was established by Order in Council in January 1968 to initiate the New Purchasing Plan and to act as a management committee for administrative policy direction. We now feel that Treasury Board, being the management committee of government and being also a group of ministers representing users as well as providers of purchasing services, should assume the responsibility for approving purchasing policies and procedures. In regard to the Central Purchasing Committee, we feel it can perform a useful advisory role to the responsible minister, the Minister of Public Works, by ensuring that in his consideration of purchasing policies and guidelines he receives opinions and advice from a cross-section of significant departmental users represented on the committee.

Accordingly, the C.O.G.P. recommends that:

- 3.1 The Treasury Board be responsible for the approval and publication of the Government's purchasing and supply policies and procedures.
- 3.2 The Central Supply Division, Department of Public Works, be responsible for developing policies and procedures for the approval of Treasury Board.
- 3.3 The role of the Central Purchasing Committee be modified to that of an advisory committee.

# Implementation Program

We have concluded that substantial progress can be made by the summer of 1971. This will require an implementation program for approval

by Treasury Board. Policies and procedures will be developed in regard to tendering; the listing of suppliers including qualifications, evaluation and certification; and the establishment of commodity standards and specifications, including the publication of catalogues. Standards are required for inventory management, asset control and disposal excluding real property. Consideration will also be given to the delegation of purchasing commodities with multi-departmental use to a specific department with expertise in that commodity. Policies and procedures for the purchasing of commodities that can be economically bought by means of standing order or in bulk will be developed. The design for information systems, market research and value analysis relating to government purchasing will also be undertaken. Policies and procedures for the inter-departmental use of commodities produced by a particular department will also be required.

Further Involvement by the C.O.G.P.

In order to implement the New Purchasing Plan further and to include some of the proposals received during our interview program, the C.O.G.P. in co-operation with the staff of Treasury Board and Central Supply Division, will initiate further studies in regard to stores and warehousing, traffic and delivery facilities and systems, centrally and on a regional basis; fleet management; auditing of purchasing policies and procedures; special considerations affecting the supply function such as regional purchasing for economic reasons, local buying in aid of departmental programs, commodity buying in aid of governmental programs, e.g. use of propane and no-lead gasoline to further pollution control; the extension of the government's New Purchasing Plan to other boards, commissions and agencies; and any possible accrual of benefits from the New Purchasing Plan to grant-receiving organizations including those at the municipal level.

# **Duplicating Service and Printing**

On the recommendation of Treasury Board Secretariat, Cabinet established Central Duplicating Service under the direction of the Queen's Printer in July 1968 to provide common duplicating services to all departments in the Queen's Park area. The operation of an efficient and responsive duplicating service requires modern equipment, skilled operators and capable management. The primary reason for recommending consolidation was that substantial savings would result from the economies of scale of a large operation and that the above scarce resources would not be needlessly duplicated.

The C.O.G.P. endorses the principle of centrally-provided services in situations where service can be equal to or better than that provided by user departments and economies are evident. Therefore, the C.O.G.P. recommends that:

- 3.4 Central Duplicating should be the only large government duplicating facility serving all departments that are within easy access of the Queen's Park complex. Treasury Board will be responsible for deciding whether users can justify their own facilities based on remoteness.
- 3.5 Departments should be responsible for the operation of copy centres for small volume and urgent work.

Central Duplicating Services should be prepared to advise users in such areas as to the purchase of equipment and supplies, maintenance, etc. If requested, Central Duplicating Service may operate the department's copy centre subject to the user department retaining the right to establish priorities for its own work.

Further Involvement of the C.O.G.P.

The C.O.G.P. recognizes that the Queen's Printer and Publisher is responsible for procuring a substantial portion of the government's printing requirements. The Committee will examine the area of printing procurement to determine the manner and extent to which this function should be centralized and the precise role of the Queen's Printer and Publisher following the recent amendments to the Public Works Act (Bill 199).

## 4. PARLIAMENTARY ASSISTANTS

In recommending development of senior public servants, the C.O.G.P. referred to the increasingly complex problems that will require solution in the Seventies. The Cabinet and individual ministers will also face similar problems and heavy time demands will be placed on them. As stated earlier, one way to help cope with these demands is to provide ministers with specialized assistance. In this regard the C.O.G.P. recommends that:

4.1 Parliamentary Assistants be appointed to provide specialized assistance for ministers in charge of major departments.

This is a new concept for government in Ontario. The appointment of Parliamentary Assistants, or Parliamentary Secretaries as they are also called, has been accepted in Britain for some years. There the Parliamentary Secretary enjoys the status of a junior minister.

The system has also been accepted by the Canadian Government and was given statutory recognition by the Parliamentary Secretaries Act in 1959. The Canadian Parliamentary Secretary, however, is not regarded as being within the Ministry.

Parliamentary Assistants perform various administrative and political duties on behalf of their respective ministers. Some of the duties within the legislative and political process are:

- introducing Bills
- participating in policy-making
- making policy statements
- meeting delegations
- replying to questions in the House
- attending Committees of the House.

The Parliamentary Assistant can also become an integral part of the departmental organization, acquiring detailed knowledge of the department concerned. He becomes familiar with the varied problems of public administration and can assist the minister in the many phases of his busy life.

Some persons consider that the office of Parliamentary Assistant can provide training that will help in the development of future Cabinet Ministers. It is also suggested that the appointment of Parliamentary Assistants facilitates the allocation of executive officers on a regional basis.

In supporting the idea of Parliamentary Assistants, the C.O.G.P. is aware that the total number of seats in the Ontario Legislature (117) is substantially less than the membership of the Canadian House of Commons (264). The British House of Commons has more than twice as many Members of Parliament as its Canadian counterpart. Accordingly, the total number of government backbenchers in the Ontario Legislature normally available for appointments as Parliamentary Assistants is substantially less than Ottawa and London.

It must also be kept in mind that provision must be made for the continued adequate representation of the Government on various committees of the Legislature. Some government backbenchers are also members of various boards and commissions. In addition, other proceedings of the Legislature have to be provided for.

In the opinion of the C.O.G.P. these and other considerations will require some modifications of the concept of Parliamentary Assistants when applied to Ontario. However, the potential benefits, in the opinion of the Committee, make the undertaking well worthwhile.

## 5. CABINET COMMITTEES AND SUPPORT STAFF

The demands on a Cabinet minister's time which have been building up in the past few years seem likely to become more pronounced in the decade ahead. Among the growing pressures are the increasing number and complexity of the issues falling within a ministerial portfolio. In addition, because many of the major policy issues cut across departmental boundaries, a minister will be called upon to spend larger and larger portions of his time in co-ordinating policy development with other ministers.

The C.O.G.P. has assigned a high priority to the development of ways which will enable a minister to cope with these time demands in the 70's. While the C.O.G.P. intends to study the question further and to submit a detailed set of recommendations at some later date, it is prepared now to indicate in general terms the nature of its recommendation in this area.

#### **Cabinet Committees**

Enlarging the role of Cabinet committees in the preparation of policy proposals is one step which would allow a minister to deal more effectively with the increasing pressures on his time. Such a development would in no way delegate or remove the collective responsibility of Cabinet for government policy. Rather, the function of the committee system would be to ensure that policy issues were discussed thoroughly by a small group of five to ten ministers with responsibility or interest in a given policy area before proposals were submitted to full Cabinet for final decision. The result, therefore, would be fewer and more streamlined Cabinet meetings, thus permitting the additional time required for ministers to analyze and co-ordinate policy development in smaller committees in their areas of responsibility.

The figures below demonstrate how this happened at the federal level when it was decided to place more emphasis on committees.

# NUMBER OF CABINET AND COMMITTEE MEETINGS AND DECISIONS TAKEN DURING ONE YEAR

	Pearson 66/67	Trudeau 68/69
Number of Decisions	656	601
Number of Cabinet Meetings	139	70
Number of Committee Meetings	120	378

In sum, this change in a minister's utilization of his time will not necessarily reduce the total number of hours required to perform his responsibilities but it will permit him to concentrate more of his efforts in areas where the pressures are greatest.

### Support Staff

For a committee system to function effectively, there must be a corresponding development of support staff for these committees. Such support staff would be drawn on a rotating basis from departments and from outside the government service. Members would serve a specified period of time, say two or three years, returning to their original position at the conclusion of their term. The particular tasks that such a staff would perform are threefold:

- to ensure adequate documentation for informed decision-making
- to co-ordinate studies and analyses using departmental resources
- to assist the committee chairmen in co-ordinating activities with those of other committees.

Based on the analysis presented above and with the qualification that more specific recommendations will be forthcoming, the C.O.G.P. therefore recommends that:

5.1 The government consider the increased use of Cabinet committees and the provision of the necessary support staff.

#### 6. TASK FORCES

The departmental structure of the government provides a framework for administrative decisions and activity on a continuing basis, but is not well designed to respond quickly to crisis problems or consider matters which cross several departmental boundaries. The carefully defined task force may have a role to play in studying such situations and making recommendations.

However, to function effectively, a task force should have a clearly defined charter and objective, a budget and a time frame.

The members of the task force should represent disciplines related to the problem, but ought to have also general experience which contributes to perspective. They may come from inside or outside the public service on a full or part-time basis.

The task force must have the confidence and sense of responsibility which comes from knowing that its work is of consequence and its recommendations will be given full consideration. Accordingly, the task force should report to a person or body at or near the top of the structure, at a level where departmental loyalties should be secondary to the overall best interests of the government.

Consequently, the C.O.G.P. recommends that:

6.1 The government consider making increased use of task forces as defined by the C.O.G.P., to tackle problems crossing functional lines or involving more than one department or agency.

# SUMMARY OF INTERIM RECOMMENDATIONS

#### The C.O.G.P. recommends that:

#### 1. THE AUDIT FUNCTION

- 1.1 The Audit Act be amended to remove from it the requirement for the Provincial Auditor to examine requisitions for expenditure of funds within approved appropriations before a cheque may be issued.
- 1.2 The present pre-audit function be transferred to the Comptroller of Accounts as an interim step.
- 1.3 The Treasurer of Ontario be empowered, on the advice of the Comptroller of Accounts, to transfer the pre-auditing function to departments as they demonstrate their capabilities to maintain adequate legal and accounting controls of expenditure.
- 1.4 The Provincial Auditor assume the role of financial auditor of accounting systems and transactions.
- 1.5 The Comptroller of Accounts establish criteria for the adequacy of accounting system performance, measure the effectiveness of each department's system against the established criteria and develop a plan to upgrade those systems found wanting.

### 2. DEVELOPMENT OF TOP ADMINISTRATORS

2.1 That the government formulate a policy and implement a planned program designed to give selected managers the opportunity to obtain 'corporate', inter-departmental experience. Since the example of style in management comes from the top, this program should initially be limited to a group of approximately 100 people: deputy ministers, assistant deputy ministers, heads of ministerial agencies and equivalent ranks.

# 3. MANAGEMENT OF SUPPLY AND SERVICES

- 3.1 The Treasury Board be responsible for the approval and publication of the Government's purchasing and supply policies and procedures.
- 3.2 The Central Supply Division, Department of Public Works, be responsible for developing policies and procedures for the approval of Treasury Board.

- 3.3 The role of the Central Purchasing Committee be modified to that of an advisory committee.
- 3.4 Central Duplicating should be the only large government duplicating facility serving all departments that are within easy access of the Queen's Park complex. Treasury Board will be responsible for deciding whether users can justify their own facilities based on remoteness.
- 3.5 Departments should be responsible for the operation of copy centres for small volume and urgent work.

#### 4. PARLIAMENTARY ASSISTANTS

4.1 Parliamentary Assistants be appointed to provide specialized assistance for ministers in charge of major departments.

#### CABINET COMMITTEES AND SUPPORT STAFF

5.1 The government consider the increased use of Cabinet committees and the provision of the necessary support staff.

#### 6. TASK FORCES

6.1 The government consider making increased use of task forces as defined by the C.O.G.P., to tackle problems crossing functional lines or involving more than one department or agency.



**APPENDICES** 



APPENDIX 1



OC-4689/69

Copy of an Order-in-Council approved by His Honour the Lieutenant Governor, dated the 23rd day of December, A.D. 1969.

Upon the recommendation of the Honourable the Treasurer of Ontario and Minister of Economics, the Committee of Council advise that a special Committee, consisting of the following persons:

J.B. Cronyn	Chairman	
G.H.U. Bayly	Member	
C.E. Brannan	Member	
A.R. Dick, Q.C.	Member	
C.C. Hay	Member	
G.R. Heffernan	Member	
H.I. Macdonald	Member	
A. Powis	Member	
J.K. Reynolds	Member	
R.D. Wolfe	Member	

be appointed to inquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and the effectiveness of the Government of Ontario.

The Committee further advise that this inquiry to be known as the Productivity Improvement Project, not extend to the institution of the Legislative Assembly of Ontario.

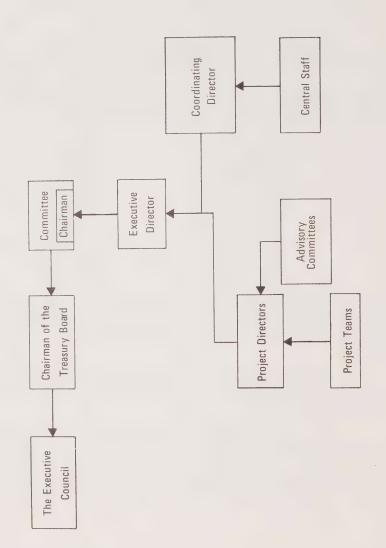
And the Committee further advise that the Committee be authorized to adopt such procedures and methods as it from time to time deems expedient for the proper conduct of the inquiry and to engage the services of such counsel, staff, and technical advisers as it may require at rates of remuneration and reimbursement to be approved by Treasury Board.

Certified

H. John J

Clerk Executive Council.





#### THE C.O.G.P. CENTRAL STAFF

In order to provide the central staff with an "in-house" awareness and understanding of the environment in which government managers work and the problems and constraints which they face, the C.O.G.P. decided at the outset that the central staff should include members recruited from the Civil Service as well as from outside government. All deputy ministers were asked to put forward the names of suitably qualified candidates for secondment (either full-time, part-time or for specified periods of time) to the central staff to work with those appointed from outside the government service.

The staff, now at full complement, consists of 8 people:

	Most Recent Work Experience
Harry S. Damp	Partner — Kates, Peat, Marwick
Mary Louise Gaby	Educational Planning and Analysis Staff,
	Ontario Department of Education.
John H. Graham	Research Department,
	Bank of Canada, Ottawa.
Alan Leslie	Management Services Office,
Alali Lesile	Ontario Department of Highways.
David Y. Lewis	Property & Planning Division,
	Ontario Department of Public Works.
Stephen A. Otto	Real Estate Division,
	Dominion Stores, Toronto.
Neil J. Parker	Lenkert Electric Co.,
	Vancouver, B.C.
Malcolm Rowan	Department of Finance,
Walcolli Nowall	
	Government of Canada, Ottawa.

The chart opposite shows how the central staff fits into the overall organisation of the C.O.G.P.

#### DEPARTMENTAL LIAISON OFFICERS

#### Department

Agriculture and Food

Civil Service

Correctional Services

Education

Energy and Resources Management

Financial and Commercial Affairs

Health

Highways

Justice Labour

Lands and Forests

Mines

Municipal Affairs

Ontario Development Corporation

Ontario Hospital Services Commission

**Ontario Housing Corporation** 

Ontario Provincial Police

Ontario Water Resources Commission

Prime Minister
Provincial Auditor

Tovincial Additor

Provincial Secretary and Citizenship

Public Works

Revenue

Social and Family Services

Tourism and Information

Trade and Development

Transport

Treasury and Economics

Treasury Board

University Affairs

#### Liaison Officer

J.E. O'Meara

M.L. Jeffery

M. Slusarenko

Dr. E.J. Quick

Gary W. Browne

A.V. Godden

Walter J. Lane

Ian Cowan

E.K. Pukacz

Geo. M. Markovich

D.J. Vance

J.A. Queen

V. Bozzer

J.R. Gibb

T.C. Grice E.J. Whaley

L.J. Bolt

Max Weissengruber

Hugh Hanson

F.N. Scott

Norman Vetere

J.J.M. Kelly

B.S. Crowley

Barry Dalby

Dairy Daiby

Colin McDonald

Mrs. Anne Cameron

J.P. Davey

David MacKinnon

E.F.H. Strauss

David Ferguson



# Committee on Government Productivity

The Gommittee on Government Productivity has been appointed to inquire into all matters pertaining to the management of the Government of Ontario. It will recommend and help to implement any programs which, in its opinion, can be expected to result in both immediate and long-term improvements in the efficiency of Government management.

Organizations, associations or individuals wishing to provide information or offer suggestions relating to the management and efficiency of Government are invited to make written submissions to the Committee.

Interested parties should first write to the Committee to obtain guidelines which have been prepared to be of assistance in the preparation of submissions:

Executive Director
Committee on Government
Productivity
Ferguson Block
Wellesley Street
Toronto 182

John B. Cronyn

James D. Fleck
Executive Director

All submissions should be in the Committee's hands by October 31, 1970.



2/16 Sept. 11, 1970

Published by the Department of Civil Service

# Committee on Government Productivity

# Submissions from Ontario Public Service Employees

The Committee on Government Productivity, as part of the productivity improvement project, welcomes written submissions from interested Ontario Public Service employees. In addition to an extensive program of interviews at all levels, this submission program ensures that all employees who want to make their views known will be able to do so.

Submissions should relate to the subject of how government can be more efficiently and effectively managed. Better management in government should be reflected in lower costs and a better level of service to the public. Where possible, submissions should make clear how their recommendations would lead to one or both of these improvements in productivity.

Helpful guidelines may be obtained from topical (telephone 365-6581) or from the office of the committee (telephone 365-7121).

It would be helpful if submissions were made in duplicate, typewritten, double spaced on  $8\,\%$ " x 11" paper. If you prefer, your submission need not be signed. Submissions should be in the hands of the committee by October 31, 1970.

Committee on Government Productivity Ferguson Block, Queens Park Toronto 182

John B. Cronyn Chairman

James D. Fleck
Executive director

#### **REVIEW OF PREVIOUS STUDIES**

The following is a selection of the studies relating to the management of government that were reviewed by the C.O.G.P.

The Committee on the Organization of Government in Ontario. (Gordon Report) 1959.

The Royal Commission on Government Administration. (Saskatchewan) 1965.

Manitoba Treasury Board Working Paper on Government Organization. 1968.

The Royal Commission on Government Organization. (Glassco Report) 1962.

The Civil Service:
Report of the Committee (Fulton Report) 1966.

Governor's Survey on Efficiency and Cost Control. (California) 1967.

Interim Report of the Select Committee to Examine Into and to Study the Administrative and Executive Problems of the Government of Ontario. 1960.

The Ontario Committee on Taxation. (Smith Report) 1967.

Royal Commission: Inquiry into Civil Rights. (McRuer Report) 1968.

The Committee on Farm Assessment and Taxation.

Collective Bargaining in the Ontario Civil Service.

Government Reform in Ontario. (Ontario Economic Council) 1969.

Poverty and Institutional Reform. (Ontario Economic Council) 1969.

Report of the Advisory Council on Executive Reorganization. (U.S. Government) Ash, 1970.

#### UTILIZATION OF HUMAN RESOURCES STUDY

Project Team

R.W. Johnston Hickling-Johnston

Project Director

M. Algar Treasury Board Secretariat

K.A. Cassac Department of Civil Service

D. Hushion Federal Department of Labour

R.D. Johnston Department of Civil Service

B.V. Marmash Hickling-Johnston

P.J. Moore Hickling-Johnston

Mrs. P. Westwood Hickling-Johnston

S.A. Otto Central Staff, C.O.G.P.

Advisory Committee

Prof. R.C. Hodgson University of Western Ontario

Chairman

H.W. Adcock Department of Highways

Prof. N.K. Agnew York University

W.A.B. Anderson Civil Service Commission of Ontario

George Lach Canadian National Railways

Roald Oss Department of Health

J.S. Stephen Department of Education

J.R. Thamer Bell Telephone Co.

#### APPENDIX 7.

#### AUTOMATIC DATA PROCESSING STUDY

Project Team

Project Director

Dr. H.S. Gellman President, DCF Systems Limited

R.C. Carroll DCF Systems Limited

A.G. Kay DCF Systems Limited

G.A. Epp DCF Systems Limited

N.J. Parker Central Staff, C.O.G.P.

Approximately six members of the Ontario public service will be added to the staff on a part-time basis.

**Advisory Committee** 

J.C. Davidson Confederation Life Association

Chairman

Prof. J.W. Abrams University of Toronto

M.F. Anderson Simpsons-Sears Limited

Prof. J.W. Graham University of Waterloo

Dr. H.W. Henderson Department of Health

P.J. Jeanniot Air Canada

Prof. C.E. Law Queen's University

R.A. McDougall Bank of Montreal

J.K.A. Moore Ontario Hydro

O.M. Schnick Department of Treasury and

**Economics** 

H.H. Walker Department of Revenue